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ABSTRACT

Theme III of the Ad Hoc Conference on the Education of Migrants was "measures to secure the satisfactory provision of opportunities for vocational and technical training and general education for adults and adolescents". This report briefly summarizes the situation in member countries regarding the vocational and technical training and general education of both adult and adolescent migrant workers. Major topics are: (1) analysis of the demand for education and training; (2) schemes and projects in particular countries; and (3) categorisation of measures being taken or considered. The draft recommendations which were submitted to the Conference for discussion and approval are introduced and explained. A draft resolution based on an analysis of the problems encountered and measures already tried out in one or other of the member countries is presented. Some examples of what has been done are cited. (RC)

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AD HOC CONFERENCE
ON THE EDUCATION OF MIGRANTS

Strasbourg, 5 - 8 November 1974

INTRODUCTORY REPORT ON THEME III

Opportunities for vocational and technical training and general education for adults and adolescents

Professor Eugène EGGER
Secretary General of the Conference of Cantonal Directors of Public Instruction (Switzerland)

CME / HF-M (74) III

0002

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I. INTRODUCTION : DEFINITION OF THEME

1. The purpose of this report

The three aims of this brief report are :

- to sum up the situation in member countries as regards the vocational and technical training and general education of migrant workers, both adult and adolescent;
- to introduce and explain the draft recommendations which will be submitted to the Conference for discussion and approval;
- to put forward a draft resolution based on an analysis of the problems encountered and measures already tried out in one or other of the member countries.

In point of fact the country reports presented as basic documentation for the Conference appear, with a few noteworthy exceptions, to be singularly discreet in regard to the particular subject of this report. It would therefore be vain to pursue the first of these aims with any expectation of success. This section of the report will be limited to singling out a few examples of what has been done and to drawing the appropriate conclusions.

2. Previous action and supporting texts

2.1 According to the provisions of the European Social Charter, which was signed in Turin in October 1961 and entered into force on 26 February 1965, the Contracting Parties (1) accept as the aim of their policy, to be pursued by all appropriate means, both national and international in character, the attainment of conditions in which ...

- everyone may effectively realise the right to appropriate facilities for vocational guidance with a view to helping him choose an occupation suited to his personal aptitude and interests;
- everyone may effectively realise the right to appropriate facilities for vocational training. (2)

With a view to ensuring the effective exercise of the right to vocational training, the Contracting Parties undertake inter alia to provide or promote, as necessary :

- adequate and readily available training facilities for adult workers;
- special facilities for the re-training of adult workers needed as a result of technological development or new trends in employment. (3)

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(1) Austria, Cyprus, Denmark, France, the Federal Republic of Germany, Ireland, Italy, Norway, Sweden and the United Kingdom. States signatory which have not yet ratified are Belgium, Luxembourg, the Netherlands and Turkey.

(2) Part I, Articles 9 and 10

(3) Part II, Article 10, section 3

2.2 In Resolution (68) 18 on the teaching of languages to migrant workers (1) the Committee of Ministers of the Council of Europe invited member Governments to :

- make greater efforts to enable all migrant workers who so desire to learn the language of the reception country;
- provide wives and children of migrant workers also with special facilities for learning the language of the reception country, notably by the provision of courses corresponding to their special needs;
- take all necessary steps to establish sound cooperation between the services of the emigration and immigration countries and between the latter and the public or private establishments where language courses for migrant workers are held, in order to ensure the coordinating of the efforts made in this field and the attainment of the maximum results;
- if possible, to combine language teaching in the reception country with vocational training destined to enable migrant workers to acquire skills or enhance their qualifications.

2.3 In their Resolution concerning the situation of migrant workers and their families in Europe, (2) the Ministers taking part in the Conference of European Ministers of Labour held in Rome in November 1972 recommended the Committee of Ministers of the Council of Europe ...

- to invite the Governments of its member States to provide facilities, as necessary, for the vocational and linguistic preparation of migrant workers before their departure from their home countries;
- to consider developing the action already undertaken by the Council of Europe in such fields as reception, language teaching, vocational training, recognition of professional qualifications and diplomas (as well as their standardisation and equivalence) etc.

3. <u>The object of measures taken to secure the satisfactory provision of opportunities for vocational and technical training and general education for adults and adolescents</u>

Unquestionably, fundamental human rights are the yardstick by which to measure all action taken for the benefit of migrant workers. In the present context, the general object may be broken down as follows :

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(1) Adopted by the Ministers' Deputies on 28 June 1968.

(2) See Appendix A of the Introductory Report on Theme I, document CME/HF-M (74) II, for an abridged version of the text of the Resolution.

- to facilitate the integration of migrant workers and their families in the society of the host country;

- to guarantee the best possible opportunities for personal development and vocational advancement;

- to ensure conditions which will enable migrants to take an active part in the life of the host community;

- to foster the human, cultural, intellectual, technical and vocational potential represented by migrant groups;

- to contribute to the development of the migrants' countries of origin, by virtue of the experience and training imparted in the temporary countries of sojourn, having special regard to the economic and social needs and requirements of their home communities;

- to confer a positive value on migration not only for the individual migrant and the host community but also for the country which he often leaves but temporarily;

- to contribute to the building of the Europe of tomorrow, a continent-wide political, economic and cultural community, transcending national frontiers.

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II. ANALYSIS OF THE DEMAND FOR EDUCATION AND TRAINING

4. Groups of migrant workers and their families represent a specific potential demand for training in both emigration and immigration countries. This demand sometimes finds palpable expression from within the populations concerned through the medium of bodies already in existence; more often than not it remains latent, in which case it must be stimulated by the responsible authorities through the provision of an adequate range of opportunities, adapted so far as may be practicable to certain clear and easily identifiable needs.

5. The specific nature of measures designed to ensure satisfactory opportunities for vocational and technical training and general education for adult and adolescent immigrants clearly depends on how close the standards they have previously attained come to the general standard reached by the 'locals'. If there is not too wide a gap it is enough to provide some additional instruction so as to enable migrants to exercise their right to benefit from the training facilities open to the indigenous population. There is of course a sizeable group of migrants (both adults and adolescents) which is capable of fully benefiting from opportunities made available through the national training system. This group includes young people who have done the whole or a large part of their compulsory schooling in the host country and people who have already received training to a comparable level. Obstacles raised by laws or regulations which limit access to certain kinds of training and/or possibilities of recourse to institutions awarding scholarships, study grants etc. should be removed where necessary so as to guarantee to the members of this group the right to accede to all levels of secondary and advanced education and training, including the research sector. The rest of this report will deal primarily with other less privileged groups.

6. If, however, the level of schooling or general training reached by the migrants falls far short of local standards, a frank assessment of alternative solutions will be necessary: are they to be helped to 'catch up' by means of a progressive general course, or should their training be limited to one specific branch or trade? The aim of the latter alternative would be a modest improvement in vocational competence, doubled nonetheless with a manifest rise in their social standing in the host country; and since they are almost sure to be returning in due course to their home countries great care should be taken to ensure that what they learn can be used to advantage within the economic and social structures of these countries.

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7. It will be useful at this point to consider the types of education and training whose provision is to be improved by the measures which are the subject of this report.

7.1 Language training

Some mastery of the host country's language is a prerequisite for technical and vocational training and for any form of meaningful integration into local society. Language training is therefore an essential part of any effort to secure the satisfactory provision of opportunities for vocational and technical training and general education.

7.2 Vocational and technical training

The object here is to train the worker for a specific job without limiting his abilities and opportunities to change jobs and to gain promotion in due course. Migrant workers must be offered ways and means of improving their social standing and living conditions. The acquisition of occupational skills through suitable training and/or experience recognised at its true value is thus one of the aims to be met by the measures considered in this report.

7.3 General education

Here the aim is to enable individuals to forge the conceptual and educational tools which will enable them to get their bearings in the host community and to improve their grasp of the events which shape their lives - in other words, to create opportunities for their personal development and enrichment. General education should help migrant workers towards leading balanced and ordered lives and should therefore be founded on their respective cultural levels and backgrounds. It should not be considered as an instrument or pretext for quick one-sided assimilation.

8. Broadly speaking, there are three ways of achieving the aims set forth in the preceding paragraphs :

- integration in the national training system;
- the creation of a system to prepare for integration;
- the setting up of a parallel system.

8.1 Integration in the national system

This might seem to be the obvious way, an identification of means and ends. To open the gates of the national training and education system to migrant workers, to remove legal and statutory barriers to their participation in it - surely this is the best way of welcoming foreign workers and their families and helping them to integrate with the host community. The evident naïvety of such a proposal bears witness to our common sense awareness of the fact that the granting of a right does not in itself mean that the recipient is capable of profiting from it; none but a very specific group of immigrants can draw any benefit from the training schemes open to nationals.

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8.2 The creation of a preparatory system

Here one must imagine the provision of a widely varying range of opportunities for compensatory education so that migrants may be enabled to draw benefit from the national training system: that is, from forms of instruction and qualifications devised for nationals. A good look at the various sub-groups of immigrants will make clear the scale of effort that would be required to make appreciable progress in this way.

8.3 The setting up of a parallel system

The need to set up an ad hoc education and training system for migrants is apparent from the following considerations:

- the mobility of immigrants and their short period of stay in the host country may mean that efforts to use the means described above are simply wasted;
- the general level of literacy and training reached by immigrant workers may be so far below the host country's standards that special provision is required in the way of general education (reading and writing, for example) and of preliminary vocational training or apprenticeship;
- the technical and vocational training courses available in the industrialised society of the host country may be considered ill adapted to the economic structures of the country of origin and hence useless or even harmful in the case of migrants returning home.

9. Groups concerned and their specific problems

In the light of our analysis of the demand for education and training, let us sketch a simple typology of the main groups likely to express such a demand and/or to respond to suitable provision, and outline their characteristics.

A. ADULTS

To draw a profile of the characteristics of the adult immigrant population, as potential clients for vocational and further training, the key factors to be taken into account are as follows :

9.1 Knowledge of the local language

Since the essential aim of all education and training - even vocational training - is to turn out fully-fledged human beings, the first step is obviously mastery of the means to 'come in from the cold' - that is, of the primary instrument of integration, the language. This is the prerequisite, albeit inadequate, of any subsequent educational action. At the very least, the level of linguistic knowledge, combined with the other criteria below, will dictate the particular type of action to be envisaged. For example, in the case of a group wholly unacquainted

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with the local language and intending to stay only a fairly short time in the country (either because of legal status or for personal reasons etc.), one can probably do no more than provide limited initiation into a trade, the instruction being in the group's mother-tongue.

9.2 Previous level of schooling and training

Migrant workers are generally not far removed from illiteracy and have had no vocational training at all. These are facts that must be faced and any action to help migrants must be sufficiently varied to take account of them. This does not necessarily imply that the position of migrants should be assessed solely by reference to the educational norms of the host country; on the contrary, their experience of life and their practical know-how must be taken into account. Our response to illiteracy must be tempered by an awareness of its context. Nonetheless, one should be under no illusion as to the prospect of improving the lot of illiterate immigrants in highly industrialised societies. Vocational training presupposes a minimum degree of schooling.

9.3 Socio-vocational status

This is a variable covering many factors which should affect the choice of what kind of educational action should be taken - in particular, the following :

- the need to earn money (often critical, and almost always the primary motive for emigrating) ;
- working hours (migrant labour is often employed in branches of the economy where hours are long and irregular - shift work etc.) ;
- mobility (in the building and public works sectors the labour force is obliged to follow jobs from place to place; changes of employment, where the law permits, are frequent among migrants) ;
- fatigue (migrant workers tend to take on the heaviest jobs; unmarried migrants have to look after their housekeeping, prepare their own meals etc. after working hours) ;
- lack of information (by definition, a marginal population holds aloof, or is kept aloof, from information; it does not even know where to look for it; this is one reason why migrant workers fail to respond to the existence of many opportunities for training which are rarely taken advantage of).

9.4 Personal motivations and plans

This variable is hard to assess. It is nonetheless decisive. It determines the length of the migrant's stay and its underlying reason and objectives. It plays an important part in determining his attitude to proposals for training. It can be controlled to some extent when workers have a share in devising their own training courses and programmes.

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B. ADOLESCENTS

The needs of adolescents are easier to define. There are two main categories :

9.5 Young people whose compulsory schooling has been wholly or partly in the host country

Some in this category clearly present no special problem, inasmuch as they have become integrated with the nationals of their own age group. Nonetheless, young migrants - especially those who have done only part of their schooling in the host country (and are therefore behind with their education) - encounter special difficulties when seeking to benefit from existing training and educational opportunities : a still inadequate command of the language (especially in its written form), inadequate motivation, poor use made of available guidance and information. This is a category of adolescents which deserves special attention, especially since in other ways it undoubtedly bears the potential for genuine integration.

9.6 Young people who emigrate at the stage of adolescence

These young people generally arrive in the host country as juvenile workers, sometimes to rejoin their families after completing their schooling in their home countries. Are they to be treated as particularly young adult workers, or as working adolescents ? They pose a particularly acute and difficult problem : care must be taken to see that they are able to benefit properly from the opportunities offered to adults (training during employment) and yet that the information supplied to them and their parents induces them partly to forego immediate earnings in order to acquire a minimum level of training.

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III. SCHEMES AND PROJECTS IN PARTICULAR COUNTRIES

The information below is mainly taken from the country reports. In some cases it has been possible to supplement it with the help of documents kindly made available by the Secretariat. It does not claim to be exhaustive, nor is any attempt made to arrive at a synthesis. The purpose is simply to draw attention to a few achievements and experiments of exemplary value, to stimulate further thinking thereby and thus enable the guidelines to be traced for suitable programmes and plans and legislative or contractual provisions.

10. FINLAND

Information for Finns emigrating to Sweden

The Employment Office has a stock of pamphlets provided by the Swedish authorities, the labour organisations and (in particular) employers. The following are among the subjects covered :

- comprehensive schooling ;
- upper secondary schooling ;
- learning Swedish ;
- information for families moving from Finland to Sweden with school-age children ;
- preparing immigrants for choosing their training and occupations ;
- information about the labour market.

11. UNITED KINGDOM

Further education and adult education

The whole range of further and adult education services provided in the United Kingdom is open to immigrants on the same terms as indigenous students, if the immigrant has been in the country for three or more years before the start of the course. If he has been in the country for less than three years before the start of the course, he has to pay a higher tuition fee and he is not eligible for a mandatory award to cover his maintenance costs while taking a degree-level course. Nevertheless the tuition fee which is charged is only a fraction of the cost of the course, so there is still a generous subsidy.

Special provision is made in further and adult education for immigrants over school age with language difficulties. The courses provided may be full or part-time and efforts are made to publicise them so that immigrant parents in particular are aware of their existence. Many further education establishments have made particular efforts to help immigrant mothers by arranging classes at times which they can manage. A number of voluntary organisations run language lessons or have tuition courses for immigrants as part of their general welfare activities.

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Some immigrants may have difficulty in obtaining employment because of low educational attainment or language problems. A number of further education establishments run pre-training courses in English and arithmetic for immigrants and others with the same difficulty, to enable them to benefit from courses of vocational training for the unemployed in Government training centres or colleges of further education. Many if not most of the entrants are immigrants. The Department of Employment pays the economic cost of the course and gives vocational training allowances to the immigrants.

12. NETHERLANDS

Vocational training

The training of adults is governed by various laws, some of which refer particularly to migrant workers, such as those dealing with adult vocational training, industrial training systems and subsidies. It is considered in the Netherlands that continuous vocational training concerns only the employer and the wage-earner. But if it happens that neither is able to organise it or to benefit therefrom, the State intervenes.

Reception and general education

Under the auspices of the Ministry of Culture, Leisure-Time Activities and Social Work, twenty regional foundations have been set up, coordinated by the National Foundation for Aid to Migrant Workers. The Ministry bears practically all the staffing and operating costs of these National and Regional Foundations. Included among the Foundations' activities are language and vocational training courses, held outside working hours.

13. SWEDEN

Vocational training

Foreigners have officially the same opportunities as Swedish subjects to benefit from vocational training, provided they are entitled to work in Sweden and are considered as part of the Swedish work force. To a considerable extent training is given in special courses arranged by the Board of Education. Some courses are also given in the training centres of companies, Government departments and organisations. The immigrant receives a grant during the whole of the training period.

The length of training varies according to the occupational sector and the immigrant's prior knowledge. Courses lasting more than eight weeks provide education in civics, mathematics, physics, chemistry, Swedish and English in addition to vocational training. As a prelude to their vocational training, immigrants can follow preparatory theoretical courses and instruction on labour market conditions and the educational system. The latter have been considered to be of special value for immigrants. Swedish language courses spread over a maximum of two months are also provided.

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During the financial year 1972-73 some 106 700 persons started courses of vocational training, of whom 11 580 (10.9%) were immigrants.

Language courses and adult education

Since 1965 adult immigrants may take courses in Swedish and civics free of charge, the arrangements being usually in the hands of educational associations. As a general rule courses are held during leisure hours, there being two or three lessons each time; but crash courses may also be taken, comprising a maximum of 240 lessons at least of up to four sittings a day. The aim of these Swedish and civics courses is to provide immigrants with the language skills and information they need to settle down in a Swedish environment.

Immigrants may also learn Swedish in schools through courses lasting up to four weeks. Whole families can attend, since it is easy to arrange for the care of the younger children. To allow immigrants working at home - especially wives - to attend language courses regularly, experimental classes combined with facilities for the care of children and specially adapted to the needs of home workers were started in 1970.

On 1 July 1973 there came into force the Teaching of Swedish to Immigrants Act whereby employers are obliged to allow their foreign employees to take time off from work in order to learn Swedish. Immigrants taken on since 1 January 1973 have a right to 240 hours of such lessons, during which their wages shall not be lower than they would normally have been while working. Employers must, as necessary, arrange for foreign workers recruited after 1 January 1973 to take from 160 to 240 hours of instruction in Swedish, depending on individual requirements as determined by the employer in agreement with the trade union following a language test.

14. AUSTRIA

Vocational training for Yugoslav immigrants

Under an agreement with the Yugoslav manpower department, private firms in Austria are obliged to bear the cost of specialised additional training for Yugoslav workers in Yugoslavian training centres (State subsidies being granted to them for this purpose).

15. BELGIUM

Language and social advancement courses

For working adolescents and adults brief courses designed to foster opportunities for social advancement are available, some of them aimed at improving command of the language. Provided that certain regulations are observed, such courses are subsidised : the course must comprise 240 lessons spread over one or two '40-week years'.

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Vocational training for adults

Courses given at vocational training centres of the National Employment Office are aimed at the acquisition of a diploma entitling the holder to exercise paid employment; they are basically practical; supplementary training in draughtsmanship, arithmetic, technology and industrial safety are taught to workers actually engaged on a particular job.

16. SPAIN

Vocational training courses and social and environmental adaptation courses

Before going abroad, an emigrant is given the opportunity to attend vocational training courses and courses designed to prepare him for the new social conditions and environment to which he will have to adjust (Emigration Act No. 33 - 1971).

17. FRANCE

Measures of direct benefit to migrant workers

A distinction should be drawn between measures taken to ensure, respectively, initial adjustment, pre-training and social advancement.

- Initial adjustment

  short three-week courses of adaptation to social and working life when migrants arrive in France to work in firms or particular trades;

  introductory courses in the French language and civilisation - such as the four-week pilot experiments run by AFPA (Association nationale pour la formation professionnelle des adultes);

- Pre-training

  traditional courses provided outside working hours by various associations which receive an appropriate grant-in-aid from the FAS (Fonds d'action sociale);

  action taken under the collective agreements of 9 July 1970 (national inter-trades and -industries agreement on vocational and in-service training) and under Act No. 71-575 of 16 July 1971 on further vocational training within the framework of permanent education.

These activities, most of which take place during working hours, are the subject of agreements granting aid from the National Vocational Training Fund. Thanks to subsidies from the Fund, the Ministries of Education and Labour have inter alia concluded agreements with certain associations for the award of financial assistance provided that the courses laid on meet certain criteria. Such agreements are in fact nowadays more and more concluded at regional level.

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Many large industrial undertakings such as the nationalized Renault factories have of course their own training schemes for immigrant workers.

Traditional courses for the teaching of French by various methods are being more and more supplemented by general education courses aimed at helping migrants to adjust to the French way of life (explanations about Social Security, industrial safety rules etc.) and in some cases by vocational pre-training.

Evening classes are attended by some 35 000 to 40 000 immigrants : about half of these are run by the above-mentioned associations. Courses run by firms during working hours are at present attended by about 4 000 workers.

- Social advancement

  under this heading come vocational training courses held by bodies of a semi-official character such as AFDET (Association française pour le développement de l'enseignement technique - French association for the extension of technical education) and AFPA (Association pour la formation professionnelle des adultes - Adult vocational training association).

Aid to young foreigners in the 16-18 age range

The FAS (Fonds d'action sociale) and the National Fund for Vocational Training are jointly responsible for such aid and are trying to increase it. Of particular interest, in this context, are the pre-training courses given by the Adult Vocational Training Centre at Saint-Etienne in which remedial action in the teaching of French is combined with vocational pre-training. Similar courses of varying duration are also held in two recently-created day-centres for vocational training. This is a form of establishment which is to be copied in towns with a large immigrant population. Pilot experiments for the purpose of developing similar centres intended to provide vocational qualifications for girls are also planned.

Training of teachers

Since November 1972 the CREDIF (Study and Research Centre for the Diffusion of the French Language) has been entrusted with a special teacher-training scheme in conjunction with the CIFFA (Centres for the Training of Teachers of Adults). This service by CREDIF will of course be available for schemes run by the State education system as well as for those organised by industry, private associations etc. In addition, FAS has awarded grants to various bodies with the aim of expanding similar action coupling the teaching of French with courses designed to help migrants adjust to working and social conditions in industry.

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18. ITALY

For the vocational and further training of emigrant workers, the Ministry of Foreign Affairs finances :

- courses to supplement and revise the basic instruction which has already been given;
- technical and vocational preparatory courses;
- practical teaching of the host community's language, so that Italian workers and their wives may adjust more easily to their new working environment and benefit from the host country's vocational training courses.

19. FEDERAL REPUBLIC OF GERMANY

Language courses for adolescents

It was recommended by the Kultusministerkonferenz in 1971 that foreign adolescents unable to put in part-time attendance at vocational schools for lack of an adequate knowledge of German - and who therefore could not become apprentices - should be given the opportunity of following crash courses in the language.

Training for adult workers

The public authorities bear part of the cost of language and vocational training courses for foreign workers. The Federal Government stresses the importance it attaches to such courses being started in the emigration country. Classes in the German language should be supplemented by information on German labour and social legislation. Vocational training of would-be emigrants should give them certain preliminary qualifications which would help them during their stay in the Federal Republic and offer them better chances of finding the position which best suits them. Measures of this kind are taken in Italy, Yugoslavia, Tunisia and Turkey. A programme is now being prepared in collaboration with Spain. Action is also being taken to finance the teaching of German in Greece, Mauritius, Jordan and South Korea. In the Federal Republic itself, the Bundesministerium für Arbeit und Sozialordnung bears the cost of German teaching to migrant workers by simple audio-visual methods. (1)

20. SWITZERLAND

The competent Swiss authorities, both federal and cantonal, encourage and support all efforts to improve training and further training courses for migrant workers.

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(1) cf. K. Hufner, UNESCO document ED-73/Conf. 602 14 (1973)

Measures to facilitate access by migrant workers to vocational centres and in-service training courses

Foreigners are guaranteed the same rights as nationals in respect of access to apprenticeship courses, whether in firms or in vocational centres and training colleges. The Office fédéral de l'industrie, des arts et métiers et du travail (OFIAMT) recommends the cantons to take all necessary steps to improve the language competence of future foreign apprentices and subsidizes language courses for this purpose.

Training of adult workers

Several cantons organize groups of courses for migrant workers. There is cooperation - generally held to be efficient - between the cantonal authorities, vocational training centres, consulates and local or regional migrant worker organisations in the setting up of training and further training courses. From 1969 to 1972-73 the number of Italian workers attending such courses rose from 2 300 to 5 200; the courses were held in over 60 localities in 15 different cantons. Many firms themselves organize training and further training courses. OFIAMT recommends that the cantons should cooperate with Swiss and foreign professional bodies and trade unions in helping semi-skilled workers to prepare examinations for the federal diploma in their trade or occupation. Some cantons have set up 'joint committees' to study, at cantonal level, the special vocational training needs of migrant workers : the membership of these bodies consists of representatives of the cantonal vocational training office, employers, wage-earners, consulates and foreign organisations concerned with vocational training. The experiment has proved useful and fruitful.

21. CONCLUSIONS

However sketchy and incomplete, the information given above reveals not only the diversity of national situations as a result of differing political and administrative structures but also certain common factors due to the similarity of the problems encountered, some tentative experiments and a number of interesting examples of successful action. It is clear that all countries are still looking for solutions and that none has definitely settled the problem of providing education, training and further training for its immigrant population. Nonetheless, some typical forms of effective action emerge, embodying the common elements of tested solutions.

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IV. CATEGORISATION OF MEASURES BEING TAKEN OR CONSIDERED

22. Having sketched an analysis of the demand for education and training among migrant groups and briefly quoted a few national achievements, it will be useful to conclude with a categorisation of measures being taken or considered in response to the problem of providing satisfactory opportunities for the vocational and technical training and general education of adult and adolescent immigrants. We shall take as a basis for this categorisation the customary cycle of migration, which begins in the country of origin, continues in the host country and finishes more often than not by a return to the country of origin.

23. Measures taken in the country of origin

- initial instruction in the host country's language;
- information on the living conditions, administrative regulations and labour laws of the host country;
- vocational pre-training.

Such measures are taken on the initiative of the emigration country and sometimes - apparently more and more frequently - by the future country of immigration.

Advantages

- a period of preparation, ripening and reflection for the future migrant;
- a lessening of the shock of transplantation ('knowing a bit more what to expect');
- a limitation of costs, since the future migrant is generally unemployed - or at least under-employed - and can still fall back on support from the family;
- the need for some form of collaboration, which may be continued in the later stages of migration, between the immigration country and the emigration country (its authorities and/or future employers).

Difficulties

- control of the planning and organisation of migration;
- risk of wastage.

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24. Measures taken in the host country to facilitate integration

- language instruction outside the work environment (public, private or subsidized courses);
- language instruction during working hours, combined with vocational initiation or training;
- general education (reading and writing, introduction to the country's political and administrative structures, its laws and social or labour regulations);
- courses for wives and families (provision of crèches and child-care facilities);
- use of mass media (radio and television);
- vocational in-service training on the initiative of the employer;
- vocational spare-time training dispensed by the various bodies and associations (authorities, trade union organisations, groups of migrants etc.);
- vocational training and further training provided through the host country's usual system.

Problems

- difficulties in communicating information to migrants about existing training facilities in cases where these are not available at the place of work;
- the recognition of diplomas and qualifications acquired elsewhere than within the host country's own training structures;
- the motivations of migrant workers, who are often undecided about their future plans;
- the canvassing of employers in regard to the advantages of initial investment in the training of foreign manpower (leave of absence for training, training without loss of wages etc.).

25. Measures taken in the host country with a view to the immigrant's possible return

Little seems to have been done to this particular end (except in the Federal Republic of Germany, which has been training Turkish workers for supervisory posts with a view to their eventual return). Care should however be taken to ensure that the training and experience acquired in the host country will be of use when the migrant goes back to his country of origin. It is worth noting that in some sectors of the economy - tourism and the hotel industry, for example - the experience gained from even a brief or seasonal stay in a foreign country is in itself often a form of on-the-job training which is reckoned to be of value in the home country. In this field, cooperation with the manpower authorities of the countries of origin is clearly needed : this is a matter which merits consideration within the context of technical cooperation and aid to development.

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V. RECOMMENDATIONS

(A preliminary draft resolution)

The Conference

Aware of the persistent character of intra- and extra-European migratory movements and of the educational problems they pose for workers and their families,

Considering that it is the duty of Governments to foster the human, cultural, intellectual, technical and vocational potential represented by migrant populations,

Believing that the integration of migrant workers and their families into the society of the host country calls for an enhancement of their social and vocational status, which implies an improvement in their technical and vocational training and general education,

Noting that learning the host country's language is essential to any harmonious integration into working life and to any further general education or vocational training,

Considering that knowledge of the host country's language is of great importance for the migrant worker not only for integration into working life but also for greater security against accidents at work and for the development of his own personality,

Believing that suitable educational provision should be made for the wives of migrant workers so as to break down the social barriers by which they are often isolated, ensure rapid adjustment to their new environment and enable them to play a more active and positive part in managing the educational and other problems posed by the uprooting of their families,

Noting that most immigrants are unable to achieve by themselves a command of the host country's language, however favourable the conditions for this may appear theoretically to be,

Convinced that language instruction for immigrants should aim further than mere literacy and form the basis of a proper general education, so that migrant workers have every chance of professional advancement in the host country,

Believing that young people who have immigrated at the stage of adolescence, at or about the school-leaving age, deserve and require special attention so as to have genuine opportunities to further their general education or vocational training beyond the level of compulsory schooling,

Considering that action by the public authorities, however sustained and generous, cannot alone constitute an adequate response to the educational and cultural needs of adult and adolescent migrants, and that the active and constructive participation of all interested parties - trade unions, churches, both sides of industry, private associations etc. - is essential for effective action,

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Recommend to the Standing Conference of European Ministers of Education that the Governments of member States should be invited to :

1. remove obstacles arising from laws or regulations, which may still prevent adult and adolescent migrants from acceding to the different levels of secondary and advanced education and training and limit their possibilities of recourse to institutions awarding scholarships, study grants etc. ;

2. intensify bilateral and multilateral cooperation in the planning, sponsoring and broadcasting of radio and television programmes, so as to use to the best possible effect the facilities and opportunities provided by these media both for language teaching and for the relaying of programmes from the migrants' countries of origin ;

3. provide many more opportunities for the wives of migrant workers to be taught the language of the host country and improve their general education ;

4. give careful study to the possibility of making and exchanging lists of technical and other terms and expressions used in the trades most commonly followed by migrant workers ;

5. take, in pursuance of Resolution (68) 18 of the Council of Europe, (1) the measures which are necessary according to the political and administrative structures of each country to guarantee to migrant workers and their families genuine opportunities for the rapid learning of the host country's language ;

6. devise training programmes for adult migrant workers which bring together various disciplines through the integrated teaching of general, occupational, theoretical and practical knowledge ;

7. ensure that education and training are provided so far as possible near the place of work ;

8. do their utmost to arrange for the financing of such courses so that the migrant worker, wherever possible, can attend them during working hours without loss of earnings ;

9. arrange special classes for adolescent migrants so as to enable them to make a smooth transition to normal courses of general education and vocational training ;

10. make sure that the provision of information and guidance is within the reach of immigrant populations and can be made effective use of ;

11. set up committees composed of representatives of the public services, both sides of industry and immigrant communities to look into and find solutions to the specific problems of particular groups ;

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(1) Cf. page 2, § 2.2

12. encourage all types of action taken by non-governmental bodies - Churches, trade unions, private associations etc. - for the purpose of helping migrant workers and their families with their education and training ;

13. seek to obtain the support and/or cooperation of future employers in financing, organising and managing programmes of training and education for would-be immigrants ;

14. institute close cooperation for the purpose of taking joint action in the emigration countries to ensure that future migrants receive some basic language instruction and vocational pre-training ;

15. strengthen bilateral and multilateral cooperation with a view to harmonizing the aims and, subsequently, programmes of basic technical and vocational training (taking as an example Resolution (73) 46 of the Council of Europe on the European equivalence of professional titles for "light vehicle mechanics"). (1)

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(1) The text of the Resolution is given in the Appendix.

APPENDIX

COUNCIL OF EUROPE

RESOLUTION (73) 46

ON EUROPEAN EQUIVALENCE OF PROFESSIONAL TITLES FOR "LIGHT VEHICLE MECHANICS"

(Adopted by the Committee of Ministers on 29 November 1973 at the 226th meeting of the Ministers' Deputies)

The Committee of Ministers,

In pursuit of its efforts to achieve a greater unity between the member States of the Council of Europe in accordance with Article 1 of the Statute ;

Being aware of the need for the better alignment of member States' systems for education and training ;

Considering that the comparability of occupational and technical titles can facilitate the free movement of workers between member States ;

Emphasising that the equivalence of occupational titles can contribute towards achievement of equality of opportunity between foreign workers and national workers ;

Believing that the results of the work done by the Council of Europe with regard to the training for "motor vehicle mechanics" are such as to permit the mutual recognition by member States of titles for that occupation ;

Considering that the co-ordination of vocational training and the mutual recognition of occupational titles for "motor vehicle mechanics" will not only contribute to closer integration of the European economies but should lead to improved road safety, an essential factor in view of the ever increasing volume of international motor vehicle traffic,

Recommends that member States :

1. take the necessary measures to bring the training of "light vehicle mechanics" into line with the standards set out in the European job description appended hereto, which should be regarded as the minimum qualifications a trainee must have in order to qualify as a "light vehicle mechanic" ;

2. draw up a basic syllabus, extending over a defined period, for the acquisition of the knowledge and skills set out in the European job description, it being understood that this syllabus should enable comparable training standards to be achieved at the end of training and that it lies with national authorities to lay down what form such training should take, viz. :

(i) in-service training ;

(ii) training at a training centre ; or

(iii) a combination of both ;

3. consider awarding national certificates and/or diplomas which conform to the standards set out in the European job description and which might include the following wording :

"Certificate (diploma) complying with the European job description of light vehicle mechanic as adopted by the Council of Europe (Committee of Ministers' Resolution (73) 46 of 29 November 1973)" ;

4. take account, when assessing the certificates of "light vehicle mechanics", as defined in paragraph 1 of the European job description, of the principles and standards set out in the European job description ;

5. notify the Secretary General of the Council of Europe, for the information of other member States, of the date from which they intend to implement these recommendations and provide him with a specimen of their certificate or certificates.

/ Appendix I : European job description for "light vehicle mechanics"

Appendix II : Typical training syllabus for light vehicle mechanics. /